DOCUMENT RESUME

ED 038 602 AC 006 857

TITLE	The Concept of Adult Education in the Affluent Society; Financial Aspects.
INSTITUTION	Council of Europe, Strasbourg (France). Council for Cultural Cooperation.
PUB DATE	Feb 69
NOTE	28p.; Course organized by the Swiss Government at Rueschlikon, 7-12 October, 1968
EDRS PRICE	EDRS Price MF-$0.25 HC-$1.50
DESCRIPTORS	*Adult Education, *Comparative Education, Expenditures, *Financial Support, Government Role, Grants, Statistical Data
IDENTIFIERS	Council of Europe, *Europe

ABSTRACT

Created to develop recommendations in alternative means of organizing and financing adult education in European countries, this course was preceded by a preliminary survey of delegates concerning financial arrangements in their respective nations: the Netherlands, Belgium, Luxembourg, the United Kingdom, France, West Germany, Norway, Sweden, Denmark, Austria, Iceland, Ireland, Italy, Switzerland, Malta, Cyprus, and Turkey. Information on acts, regulations, and decrees was submitted for the Netherlands, Norway, and the European Association for Catholic Adult Education. Conclusions were stated as to proper sources, recipients, purposes, and methods of financial support, and on administration. It was recommended that the Council of Europe take steps in disseminating information, setting priorities, and related matters. (A statistical table is included.) (LY)

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ED038602

COUNCIL FOR CULTURAL CO-OPERATION

COMMITTEE FOR OUT-OF-SCHOOL EDUCATION

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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FINANCIAL ASPECTS OF ADULT EDUCATION

ED038602

Strasbourg, 19 February 1969

COMMITTEE FOR OUT-OF-SCHOOL EDUCATION

THE CONCEPT OF ADULT EDUCATION IN THE AFFLUENT SOCIETY: FINANCIAL ASPECTS

Course organised by the Swiss Government
at Rüschlikon, 7-12 October 1968

12.900
04.3/51.03

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PART I

REPORT

prepared by Dr. H. Amberg
Swiss Federation of Adult Education - Zürich

I. Adult education in an affluent society

In Europe today we are living in the age of the affluent society and, although affluence is unequally distributed, the ideology of the age of abundance prevails in all our countries. In all of them educators have had, in some measure, to take account of this new atmosphere. At the same time, the aims and content of adult education have been overtaken and embraced by the wider conception of permanent education. In this, adult education is seen as one aspect or phase of a continuous educational process which answers the developing needs of human beings for knowledge and skills which enable them to be effective and satisfied in work and in leisure.

In this sense, adult educators have to see themselves as engaged in the same process as their colleagues in primary and secondary schools, in technical colleges, in community centres, in publishing houses, in the mass media, in voluntary sports organisations and in industrial retraining centres. They must co-operate with their fellow workers.

These great changes have brought a stage of transition to adult education which raises - particularly but not exclusively - problems of organisation and finance. Among other important problems is the difficulty which arises from the rising cost of adult education because of the nature and quality of the work demanded.

Unless new resources to raise the standard of teachers, buildings and equipment are found, adult education will become obsolescent and lag far behind the demands made upon it.

II. The place of the course in the current programme of the Committee for Out-of-School Education of the Council of Europe

The programme of the adult education section - one of the three sections of the Committee for Out-of-School Education - for the next three or four years is divided among three heads:

- organisation and structure of adult education in Europe;
- methodology and technology;
- syllabuses, content and subjects taught.

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The course at Rüschlikon comes under the first head, but it had the advantage, as a basis, of the results of the course on New Trends in Adult Education held at Marly-le-Roi in 1967.

It was observed at Marly that the trends apparent in the different countries are convergent, and that we must take a forward-looking view of adult education, at the same time making allowance for the present situation. In order to have a factual basis, it is necessary to conduct full comparative studies in the field of adult education and to agree on a common terminology.

What had to be done at Rüschlikon was to prepare very clear recommendations on the various possible schemes for the organisation and financing of adult education in European countries.

A third course, at Liverpool, will deal with research into adult education.

After these three courses, the Council of Europe is planning a publication entitled:

"The present situation and possible developments of adult education in Europe".

III. The questions put to the delegates in the preliminary memorandum

1. What are the various sources of financing adult education in each country?

2. To what bodies, groups or individuals are the funds obtained from these sources allocated?

3. What arrangements connect the sources with those who ultimately benefit?

4. What proportion of the total cost of the various adult education activities is financed by:

   (a) the students?

   (b) private bodies without public help?

   (c) private bodies with financial help from public authorities?

   (d) public institutions alone?

   (e) other combinations?

5. Extent of public subsidies (absolute figures).

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IV. Comments on the summary of the reports received

The delegations present were not so constituted as to give proper representation to all sectors of future adult education. Mostly they represented adult education of the traditional type as defined by Mr. Hutchinson a few years ago: organised provision to enable men and women to enlarge and interpret their own living experience in a changing society.

Although the situation in the different organisations and countries varies, what proved common to all delegates was their desire to do something to encourage the voluntary development of the individual's personality and cultural horizons. This must be so done, however, that he does not automatically translate his effort at education into demands regarding his professional status and remuneration.

In spite of this restriction, adult educators keep an open mind regarding the other branches of permanent education, i.e. schools, formal and informal vocational training, etc. There are signs that an increasingly important part is played in adult education by vocational training, which is being increasingly subsidised, to such a point that the traditional adult education must beware of being totally forgotten. Adult educationalists agree in thinking that their work must not only contribute to the proper functioning of the economy but also promote the advent of a leisured and cultured society where the individual, in addition to his daily occupation, may use his free time in activities of his own choice.

Where adult education is viewed in this perspective, it is almost everywhere the responsibility of private organisations, though sometimes local authorities are also involved. Cultural aims are not the only ones to be considered. There are courses and classes to help people in their occupations and in their way of running their own lives. Cultural aims however seem to be the main aims of all forms of adult education represented at the course. If there seem to be some new trends in another direction, this is not because utilitarian programmes are more realistic, but because adult education as a service has not succeeded in presenting its aims in a sufficiently modern and effective way. New departures are not required: adult education must simply do more than in the past, and do it better.

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This calls for greater resources in material and men. Where are these to be found?

Naturally, we must first of all try to find out how adult education is financed nowadays, because no such study has yet been made, nor is it an easy matter.

In the attached table (Appendix I), we have distinguished between three groups that may contribute to adult education: public sources, individual participants and various private sources (associations, companies, foundations and churches, etc.). One thing is quite clear from this table, and that is that without state aid adult education could not be promoted in any of our countries. Another striking point is that the financial contribution from public authorities in Switzerland is very small - not more than 1% on an average.

So far as schools, including universities, are concerned, the state - and in our countries this means the taxpayer - pays them large amounts. For out-of-school education, the state pays only a relatively small amount. Mr. Deléon of UNESCO observed at an annual meeting of "People and Culture" that the proportion devoted to out-of-school education was not more than 2% - 4% of the total amount spent on schools, not only in European countries but over the world as a whole.

The difficulties we encounter in making the objectives of adult education acceptable to society at large are very great. They are comparable only with those of a hundred years ago when the concern was to introduce compulsory state schooling. That venture succeeded and we hope it will not take us another hundred years to establish a system of adult education under which each individual can find within a reasonable distance of his home the training and educational opportunities he seeks.

To achieve this aim, adult education not only needs the money. It must also make its own contribution, in particular by developing co-operation between its constituent organisations.

This does not mean that the pluralism that exists in several countries must be abolished: it has its useful side. However, in order to obtain additional funds and establish a better legal foundation, and to promote research in this field, the widest possible co-operation is essential, while leaving the various organisations free to establish their own programmes.

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So far as finance is concerned, no attempt was made to say which is the better source of funds for adult education: private sources or the state. Both seem to be necessary.

What is needed is that these sources should be abundant. One of the tasks of the study course was to collect all relevant information on what is being done in each country, so that the available sources might provide even more funds. The study course was held in Switzerland because private institutions and firms there provide considerable finance for adult education. An example may often inspire fresh ideas. Information on the practical achievements of some countries, e.g. Norway and Denmark, was also of interest to the study course.

Accordingly, the delegates were asked to bring with them copies of acts or other legal instruments governing the organisation and financing of adult education in their countries.

They were also asked to make suggestions on how adult education could or should be financed in future.

V. Summary of the replies of national rapporteurs to the questions asked in the preliminary memorandum, supplemented by information given during the course

General remarks

The purpose of the questions was to ascertain the extent to which costs are borne by the various sources. Some rapporteurs, however, indicated the flat amounts spent on adult education in their countries. These figures are being dealt with in another question, no. 5: the size of public subsidies (absolute figures).

Most rapporteurs did not cover public libraries separately. It is not clear whether expenditure relating to libraries is included in the figures given.

In the Netherlands, United Kingdom, the Scandinavian countries and the Federal Republic of Germany, the public library system is highly developed. Libraries are independent and are not an integral part of adult education.

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In Belgium, the legal bases and arrangements for subsidies are identical for the two parts of the country (Walloon and Flemish). The total budget is divided in equal parts.

In France, adult education takes almost all the forms listed in the summary report. France must therefore be added to all the lists that appear in that report. Structures and methods of financing vary widely. There is at present no general standardisation, although an effort in that direction has started.

In Norway, everything is developing rapidly. The public authorities are more and more paying all the costs of adult education. This is regarded as equal to any other form of education.

In the Federal Republic of Germany, 60% of the grants for adult education are paid by towns with more than 100,000 inhabitants; only 30% of the population live in such towns. Rural areas are much less well served.

In education in general, the principle of increasing grants in proportion to the general rise in costs is accepted, while in the field of adult education it is not. In that field, everything seems to be left to chance.

In the Netherlands, three national adult education associations agreed to engage jointly in each Province (11 in all), a Counsellor to help the local sections and officials of the three associations. In 1969, the state will pay 60% of the expenses of the three Counsellors, in 1970 those of six Counsellors, etc. 40% of the costs will be paid by the Provinces.

It is intended that the Provinces also should appoint one Counsellor for each Province to help all other adult education organisations (trade unions, women's associations, etc.). The necessary appropriations have not yet been earmarked.

A national Commission is responsible for making an overall study and establishing a development plan for adult education in the Netherlands. This work will not be completed before the end of next year.

In Austria, there is also a system of counsellors (Bundesstaatliche Volksbildungsreferenten) who are sent into the provinces by the Ministry of Education. They help local and regional associations as well as the national authorities.

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In Denmark, it is a generally accepted principle that education of any kind should be free for all citizens. Society has a responsibility for educating its members and therefore pays for education and for many cultural activities.

The new Act which will enter into force on 1 October 1969 makes only one exception: those attending purely "hobby" courses must contribute to the teacher's salary. Apart from that, there is only minimum private participation in the financing of adult education.

As regards statistical methods, Professor Erba, Italian delegate, suggested another classification of public expenditure on education. The first category would include expenditure on the campaign against illiteracy and on vocational training; the second, that on cultural and vocational advancement. As the economy develops, expenditure on the first category becomes less, while that on the second group tends to increase.

According to Professor Erba, expenditure on the campaign against illiteracy and on cultural advancement is consumer expenditure; expenditure on vocational training and advancement is production expenditure. Such a classification would make it easier to forecast and plan future development.

Dr. Volpuis, delegate of the Federal Republic of Germany, observed that adult education organisations often spent their resources on tasks which had different aspects as well, and for this reason the proposed categories could not be adopted. The Government of the Federal Republic of Germany recognised three types of subsidy:

- operational appropriations. Institutions were left some freedom in allocating these resources under various heads;
- resources reserved for clearly defined tasks;
- individual contributions from certain participants.

Questions 1 and 4:

What are the various sources of financing adult education in each country?

What proportion of the total cost of the various adult education activities is financed by students, private bodies, public institutions?

The replies are given in the attached table.

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Question 2:

To what bodies, groups or individuals are the funds obtained from these sources allocated?

A. State subsidies are paid to:

(a) national adult education organisations in:

- Austria,
- Belgium (if there is a permanent secretariat and a syllabus drawn up jointly with all represented bodies in at least three provinces, 50% of the principal expenses, provided that at least one full-time official is employed, at an appropriate salary, at the head of the national directorate and dealing with the educational administration),
- Federal Republic of Germany (for clearly defined sectors),
- Ireland (Library Council and the Arts Council),
- Luxembourg,
- Malta,
- Norway,
- Switzerland (through the Pro Helvetia Foundation),
- United Kingdom;

(b) institutes, such as foundations, performing pedagogic, scientific and extra-mural functions:

- Belgium,
- Ireland (Boards of extra-mural studies),
- Luxembourg,
- Norway (Joint Committee for Study Work),
- United Kingdom (universities, Workers' Educational Association, adult residential centres);

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(c) regional and local communities fulfilling the same tasks:

- Belgium,
- Ireland,
- Iceland (four institutions),
- Luxembourg,
- Norway,
- Turkey,
- United Kingdom (local education authorities);

(d) regional and local adult education organisations:

- Belgium (for regional organisations: 25% of principal expenses; local organisations; costs of one educational function per annum),
- Ireland (especially for training courses for workers in adult education);

(e) training centres of workers in adult education:

(i) the state is responsible, bearing all costs, in:

- Belgium;

(ii) the state participates in the activities of private or public organisations in:

- Belgium,
- Norway (Joint Committee for Study Work),
- Turkey (training of industrial workers, e.g. re-training or refresher courses),
- United Kingdom (training courses at two universities);

(iii) payment of private tutors:

- Norway (consultants of the Joint Committee). These consultants will soon be fully integrated with the provincial school authorities.

(f) adult education activities organised by the state itself:

- Luxembourg,
- Malta,
- Turkey.

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(g) private individuals:

- Norway (students taking correspondence courses have their expenses refunded by the state on successful completion of the course),
- United Kingdom (in England, eighty adult students per annum receive grants enabling them to attend university on a full-time basis).

B. Subsidies from regional and local authorities are paid to regional and local adult education institutions in:

- Austria,
- Belgium,
- Federal Republic of Germany (North Rhine/Westphalia has a special adult education Act but subsidies are given in all the Länder),
- Ireland,
- Norway,
- Switzerland,
- Turkey,
- United Kingdom.

C. Local authorities help in providing for adult education other than financially in:

- Federal Republic of Germany (state school premises are made available for adult education free of charge),
- Ireland (premises are made available free of charge. Full-time teachers in educational centres run adult education courses without receiving payment),
- United Kingdom (premises are made available at a low rate or free of charge).

Question 3:

What arrangements connect the sources with those who ultimately benefit?

- Austria: Public aid is determined in the light of the need to encourage adult education and the scope afforded by the budget. The basis at all events is the individual, concrete application: evidence must be supplied of the way in which the aid is used, and also a break-down of monies spent.

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- Belgium: Financing is determined in the light of recognised activities in national and regional adult education.

  - under expenditure committed, contribution round about the 40% level for national activities, 20% for regional activities;
  - recognised functions (depending on numbers): classes, courses, lectures, etc. according to the area covered by the institution;
  - in connection with public libraries, contribution round about the 45% level in the case of full-time libraries.

  Local organisations are subsidised on a "points" system, points being awarded for cultural activities as follows;

  - lecture: 1 point;
  - debate, including slides and experiments: 2 points;
  - lecture and address, records, film show: 3 points;
  - lecture and film: 4 points;
  - musical or stage performance: 5 to 20 points, depending on standard, etc.

- Federal Republic of Germany: Subsidies to adult education organisations are payable in accordance with the law in North Rhine/Westphalia, on a certain scale. Public aid is granted in the other Länder only when specific applications are made, and on a year-to-year basis. The parliaments are responsible for decisions when drawing up their budgets.

- Iceland: The state makes part payment for every class, and part payment depending on the numbers attending.

- Norway: State subsidies are paid to national organisations, which distribute them to their local branches, thus covering their administrative costs. Subsidies from the provinces and municipalities are paid to organisations on the basis of individual cases and when actual applications are presented.

- United Kingdom: Universities' extra-mural departments and the Workers' Educational Association (WEA) receive annual state subsidies, after submitting their programmes outlining the scope and extent of activities planned.

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Question 5:

Extent of public subsidies (absolute figures).

- Dutch-speaking Belgium (the amounts for French-speaking Belgium are much the same):

State subsidies for national organisations:

1951	0.5 million Bfrs
1960	1.6 million Bfrs
1966	15.8 million Bfrs
1967	18.1 million Bfrs
1968	27 million Bfrs (estimated)

- Denmark: State expenses for the financial year 1967-68:

Evening schools	17 million kr.
Youth schools	6.7 million kr.
Youth clubs	2.5 million kr.
Continuation schools	27 million kr.
Folk high schools and agricultural colleges	38 million kr.
Home economics colleges	5.5 million kr.
Total:	96.7 million kr.

Besides this, there are other substantial subsidies from the public, i.e. supporting of educational associations for the employment of experts, for special courses or for the establishment of new premises.

- In France, the complexity of budgetary procedure makes it difficult to make an exact statement of all the resources devoted by the state to adult education. They are not always detached from other utilisations of appropriations. A detailed inter-departmental inventory is now being prepared on this point, and consideration is also being given to a revision of the presentation of budgetary documents, so as to show under a special head the appropriations for vocational training and social advancement.

At a first estimate, however, it appears that state funds used solely for the vocational training of adults amounted to some 700 million francs in 1967, exclusive of activities within the civil service.

Approved popular education associations (some 160 national organisations, as well as local associations) received

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state aid in 1967, in cash and in kind, totalling some 14.6 million francs. To this must be added 3.27 million for courses, scholarships, lecturers' fees, etc., and the salaries of 130 "technical and educational consultants" and 160 "departmental assistants for popular education and youth".

The Co-operation Fund for Youth and Popular Education (FONJEP) paid 5.57 million francs from public funds for the salaries and training of workers in adult education.

In addition, under the 1962-65 socio-educational equipment plan, the state paid 86 million for hostels, youth houses and reception centres. The appropriations were increased for the period 1966-70.

- Italy:

1947	1	thousand million lire
1957	2.5	thousand million lire
1966	11.2	thousand million lire
1967	11.9	thousand million lire
1968	12.4	thousand million lire (budget)

- Luxembourg:

State sponsored evening classes	6.2 million Lux frs.
Subsidies to private organisations	0.25 million Lux frs.
	6.45 million Lux frs. (1969 budget)

- Sweden: Government grants:

Adult education in municipal schools (100,000 students) Cost of teachers (100%)	60 million kr.
Popular education in 12 national associations (1,200,000 students in 115,000 study circles) Cost of tutors and material (75%)	70 million kr.
Educational TV and radio: special Committee (TRU) for investigation and production	11 million kr.
Vocational training and education based on the needs of the labour market	350 million kr.
Total expenditure by the government for adult education in 1968 without study grants	550 million kr.

About half of this sum is devoted to qualification training. (To this are added the contributions of local and county authorities).

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- Switzerland:

Total expenditure of the twenty one adult education organisations subscribing to the FSEA came to about twenty three million SFrs in 1966, broken down as follows:

	FSEA	Public libraries
participants	14 million	1 million
other sources:		
private	8 million	2 million
subsidies	1 million	9 million
Total:	23 million	12 million

- Turkey:

Adult education general directorate budget for 1967 (excluding salaries):

Educational expenditure	6.7 million T£
Training workers in adult education	0.3 million T£
Publications	0.65 million T£
Community development training	0.08 million T£
Building construction and restoration	5.65 million T£
Educational equipment	0.5 million T£
Vehicles	0.5 million T£
Running expenses	2 million T£
Craft (handiwork)	3.15 million T£
Funds for aiding craft workers' co-operatives in villages	0.7 million T£
	20.23 million T£ (= 1% of the state budget)

- United Kingdom

England and Wales:

LEA (evening institutes)	£9.5 million
Universities (extramural departments) and Workers' Education Association	£2.5 million
	£12 million

There are many other voluntary adult education organisations, some of which also receive grants, especially from local authorities. These are not included in the £12 million total.

Enrolment fees towards the £12 million total	£1.4 to £1.9 million (15% to 20% of £9.5 million)

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Scotland:

Liberal education and leisure-time occupation in 1965-66: about	£1 million
The central authority and the thirty-five countries recently paid £200,000 (twice) for two adult education residential centres.	

VI. Legal bases for the promotion of adult education in the different countries

Texts received during the course:

Netherlands: Rijksregeling subsidiering Volksontwikkelingswerk in Internaatsverband of 6 December 1960 (with summary in German, distributed to delegates).

Norway: Storting Proposition No. 91: On adult training and education. An abridged version in English. Recommended by the Ministry of Church and Education of 9 April 1965; adopted by the Storting (Parliament) in June 1965.

Information supplied:

The European Association for Catholic Adult Education (FEECA) has published (No. 13 of FEECA-Information) documentation on the legal situation of adult education in Europe: acts, regulations and decrees. Extracts from reports, commentaries, periodicals and literature. (D-45 Osnabrück, Domhof 12, Dr. B. Schomakers).

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A P P E N D I X I

Answers to questions 1 and 4: Method of financing and distribution of total cost for 1966 (per cent)

Country - Adult Education Institutions	Private Sources		Public Sources				Public Libraries					
							Private Sources		Public Sources			
	Fees	Other (Assoc. Companies, Churches, Foundations)	Total	State	Regions (Depts. provinces cantons)	Municipalities	Subscriptions	Other	Total	State	Regions	Municipalities
Austria							5		95	5	5	85
- Assoc. of Adult Education Insts.	13	7	80	39	32	9						
- Catholic Educational Insts.	36	30	34	24	7	3						
- Protestant Educational Assocs.	10	25	65	35	25	5						
- People's Universities	52	17	31	9	9	13						
- People's Educational Insts.	45	16	39	22	15	2						
- Economic Advancement Inst.	25	65	10	5	5							
- Occupational Advancement Inst.	25	40	35	5	30							
Belgium							67	11	22			
- Permanent Education	75	3	22									
- Youth	71	3	26									
Cyprus	5	35	60									
Denmark			100									
Fed.Rep. of Germany												
- People's Universities	29	0	71		24	47						
France												
- Vocational training of adults				x								
- Social advancement				x								
Greece (o)												
Holy See (o)												
Iceland (y)	30		70	20		50				+		x
Ireland	x	+		x		x						
Italy	?		x			x						
Luxembourg	+	0-50		100(1)								
Malta	0-60	0-100		80-100								
Netherlands									90-95			
- Fed. of residential centres				100								
- Residential centres	28	2	70	65	5							
- Nat. Adult Education Organisations	x	x	60	60								
- Local Adult Education Sections	x	x	10		x	x						
Norway	x	+		x	x	x				x		x
- Workers' Education (WEA)	25	37	38	38								
- People's Universities	33		67	35		32						
- Counsellors			100	50	50							
Spain (o)												
Sweden	?			x	x	x						
Switzerland	61(3-95)	34(5-90)	5	1	1	1	6	18	76	4	27	45
Turkey	+	+		x	+	+						
United Kingdom												
England + Wales:												
- Evening insts. operated by local education authorities	15-20		80-85	x		x						
- Universities and Workers' Educational Assoc.	8	41(univ.)	51	41		10						
Scotland:	10		90	x		x						

Key

(o) no report received
x usual financial sources: no figures available
\+ marginal sources, exceptional sources
? figure not known
(y) representative example in the capital city
(1) for courses run by the state

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PART II

CONCLUSIONS

A. STRUCTURE

1. The delegates unanimously agree that education constitutes a whole, including adult education. It must be considered as committing the responsibility of the state.

The systems of public school and university education have been widely organised and financed in Europe. The sector of adult education must in its turn undergo an analogous development in which state action and private initiative can combine.

The state should, in the context of the idea of permanent education, maintain direct contact with the active private organisations for adult education. In this way, co-ordination can be achieved and a common plan established in relation to the concept of education as a whole. The division of work between the various sectors should be defined by common agreement and institutions should be structured accordingly. In these arrangements, the dangers of an over-centralised organisation should be avoided.

A complete system of adult education should be able to set in motion a strategy whereby the particular interests manifested by individuals or groups can be taken as a starting point and enlarged to serve the integral development of individual personalities and the life of groups - all as part of a total process of social evolution.

2. Most countries represented indicated a lack of co-ordination among their adult education institutions.

Some delegates felt that a large "ministry of national education" should group together all activities in education in the country concerned, including adult education.

Others think it would be better to aim at setting up an appropriate national co-ordinating body without having a single supervisory ministry; such a body would encourage collaboration amongst the different ministries concerned (Ministry of Education, Youth and Sports, Cultural Affairs, Agriculture, etc.) and private bodies (such as the voluntary associations).

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B. FINANCE

(a) General principles

1. Who should finance adult education?

It appears to be generally recognised that the state (i.e. all public authorities ranging from the government to the local authority) accepts the promotion of adult education as one of its duties as is the case with school and university education. This means that a financial contribution towards the cost of a comprehensive system of adult education is a duty of the state; a number of delegates go further and think that the basic financing of adult education as a part of public education is a duty of the state.

It is assumed that the social groups (e.g. trade unions, employers, churches, etc.) represented in the organisations make a financial contribution related to the part played by the various organisations in adult education.

A reasonable contribution by adults to the cost of their own education is, as a rule, to be expected. There may be categories of work - for example, some forms of vocational education - where it is socially expedient not to apply this principle.

Whatever methods of financing are adopted, the professional independence of adult education organisations (including the right of appointing staff) should be secured in regard to subjects taught and teaching methods used.

2. Who should receive financial assistance for adult education?

All organisations which in their educational work serve the interest of community should be entitled to receive a public financial assistance for adult education.

Such organisations should:

- promote education and not merely entertainment;
- play a sustained part in a definite educational programme;
- be prepared to provide full information about the numbers of their participants, activities and aims;
- not be exclusive or inward looking but serve the general interest.

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Provided the organisations fulfill these various conditions, it is only of secondary importance to decide who the actual organiser should be.

Adult education can also be promoted by giving direct help to the participants.

3. For what purposes in adult education should financial assistance be given?

Regardless of what may be required in specific cases, the state should concentrate on the following fields:

- building, equipment and maintenance of centres especially built for adult education in which activities can be developed properly;
- responsibility for numbers and salaries of full-time staff and their conditions of employment;
- preparatory and in-service training of full and part-time staff;
- developing contacts between people working in adult education at regional, national and international levels;
- supporting financially the current costs of activities of adult education organisations and the associations to which they may be affiliated if their own resources are insufficient for these purposes;
- financing of educational research with special reference to adult education;
- financing of educational planning in the context of general long-term planning.

4. How should such assistance be given?

In view of the desirability of variety in adult education, despite certain common principles, the following methods of financing are proposed:

- private organisations should be provided with resources to be administered in accordance with agreed common principles;

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- resources should be pooled and administered by an authority in which the state and adult education organisations are represented;
- the necessary non-state resources, in particular for adult vocational education, should be financed by a levy on all employers, to be administered by a joint authority;
- a more thorough attempt should be made to find ways of obtaining funds for "liberal" adult education from funds specially set up for vocational and industrial training.

(b) Encouragement of private initiative

1. Private industrialists are particularly able to initiate and support research and experimental projects.

2. Private foundations can assist in research and planning but have no way of making a continuous contribution to present adult education programmes. Their work should be welcomed as supplementing action by public authorities.

3. A distinction should be drawn between "private" foundations which have permanent capital and state-instituted foundations whose annual income depends of national budgetary and legislative decisions.

4. After having visited several Swiss centres for adult education, the delegates express admiration for the private initiative shown in that country by voluntary organisations as well as by commercial firms motivated by a philanthropic spirit. The high quality of many of the facilities and teaching methods can serve as an example to other countries.

(c) Specific questions

1. The conference noted that "adult education" covered several types of work which existed as separate categories in the minds of a majority of delegates. These included academic studies, vocational education and re-education, recreative (hobby) pursuits and, possibly, sport and active or passive participation in art, music and drama.

Further study should be given to the desirability of retaining such categories; and also, if they are to be retained, to the desirability of establishing priorities between them in their claims on public financial support; and also, separately,

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to the desirability of linking these categories of work together associating them in overall policies for community development and in the perspective of permanent education.

2. It has proved difficult to produce a consolidated version of the national reports owing to the lack of homogeneity in the statistical methods used by the rapporteurs and in the different categories in which they express their results.

Thorough study of financing problems should be based upon scientific methods, which are inadequately applied today to the analysis of adult education activities.

In order to have a better idea of what adult education services are available, it is essential that, in accordance with certain proposals for financial analysis made during preparation of the course, specific studies should be carried out in the different countries on the basis of a functional classification system to make international comparison possible. This enquiry should cover the following subjects:

- amount of expenditure on adult education and break-down by major sectors of action;
- sources of finance. The proportion of costs borne by governments (local and central), private and voluntary agencies, and by the participants or students;
- at what levels (national, regional or local) should the state contribute to the financing of adult education?
- financing machinery adopted by each of the countries represented;
- methods used for the distribution of funds;
- cost analysis of the different possible adult education programmes.

3. In order to plan on a rational basis in this field, it would also be necessary to study the medium and long-term needs in the various adult education sectors, with an assessment of their effectiveness (in social, cultural and economic terms).

4. In order to achieve maximum efficiency, it would be desirable for a body such as the Council of Europe to initiate, co-ordinate and disseminate the various studies which could be carried out.

5. How can we persuade governments to follow up recommendations of international meetings to include adult education in plans to implement general reform of public education?

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APPENDIX A

RECOMMENDATIONS

The study course recommends that the Council of Europe:

1. collect information about legislation under which member countries at present conduct their adult education activities. The member states of the Council of Europe should also be asked to compare this legal frame-work with their development projects over the next 20 years. The Council of Europe would then draft and circulate a summary report on the replies;

2. collect and provide fuller information about the function, status, recruitment and training of "adult education counsellors" such as exist in several countries represented (Austria, Netherlands, Norway);

3. commission the drafting of objective criteria for comparative statistics in the field of adult education in the member countries. The following points should be included in these statistics:

- amount of expenditure on adult education and break-down by major sectors of action;
- sources of finance. The proportion of costs borne by governments (local and central), private and voluntary agencies and by the participants or students;
- at what levels (national, regional, local) does the state contribute to the financing of adult education?
- financing machinery adopted by each of the countries represented;
- methods used for the distribution of funds;
- cost analysis of different possible programmes;
- data about the medium and long-term needs in the various adult education sectors, with an assessment of their effectiveness (in social, cultural and economic terms);

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4. commission a study into the desirability of retaining such categories as:

- academic studies,
- vocational education,
- vocational re-education,
- active or passive participation in art, music and drama,
- recreative (hobby) pursuits,
- sport and other open air activities,

and, if such categories are to be retained, into the desirability of establishing priorities between them in their claims on public financial support; and also, separately, to the desirability of linking these categories of work together, associating them in overall policies for community development and in the perspective of permanent education;

5. initiate, co-ordinate and disseminate the various studies which could be carried out (either by the Secretariat of the Council or by individuals or organisations in the member countries);

6. endeavour to ensure that adult education receives the attention that its increasing importance merits in projects for educational research. Such work should be done in close co-operation with OECD and UNESCO;

7. ensure that adult education be included in its own planning and that of member countries in the field of economics of education.

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on Adult Education